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PRELIMINARY REPORT—PHASE I
URBAN RENEWAL FEASIBILITY STUDY

HOWARD UNIVERSITY STUDY AREA

NATIONAL CAPITAL PLANNING COMMISSION

WASHINGTON D. C.

Preliminary Report, Phase I
Urban Renewal Feasibility Study
HOWARD UNIVERSITY STUDY AREA
Washington, D. C.

National Capital Planning Commission

Harland Bartholomew and Associates
City Planners - Urban Renewal Consultants
Washington, D. C.

August 1962

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August 16, 1962

Mr. W. E. Finley, Director
National Capital Planning Commission
Washington 25, D. C.

Dear Mr. Finley:

We submit herewith our report on Phase I of the Urban Renewal Feasibility Study of the Howard University Study Area. This report is a preliminary determination of need and feasibility.

This report is the result of surveys, studies and analyses conducted over a period of two months during which officials of the National Capital Planning Commission, Howard University, The Redevelopment Land Agency, Childrens Hospital, the Office of Urban Renewal of the District of Columbia, the Department of Sanitary Engineering of the District of Columbia and other agencies and departments of the District government were consulted. It includes an enventory and analysis of the character and conditions of the area, an analysis of the existing development and long-range proposals of Howard University; a review of the comprehensive planning objectives affecting the area; indicated renewal treatment; a preliminary future land use plan; determination of need and eligibility under the provisions of District and Federal requirements and the financial feasibility of undertaking renewal activities in the area on a non-cash basis under the provisions of Section 112 of the Housing Act of 1949, as amended.

It is the finding of this study that while urban renewal for the area on a non-cash basis is not presently feasible, credits which will accrue through the expansion of the Howard University campus in the near future, particularly for a new hospital site, make feasible several alternate projects. Renewal activity is needed to up-grade and improve the area and to provide a desirable environment for its people and institutions.

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Many persons, agencies and officials, a few of whom are noted above, contributed data and information used in this study. Their cooperation and advice is gratefully acknowledged.

Respectively submitted,

HARLAND BARTHOLOMEW AND ASSOCIATES

J. Wood

J. Wood

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INTRODUCTION

Purpose of Study

The Urban Renewal Feasibility Study for the Howard University Study Area is being undertaken for the National Capital Planning Commission to determine the feasibility of urban renewal activities in that general area of the city where the university is located.

The Urban Renewal Feasibility Study is divided into two phases. The purpose of Phase I is to determine the feasibility of urban renewal in the general area of the City in which Howard University is located with the objective of up-grading and improving the area. Particular emphasis is to be given to its financial feasibility on a non-cash bases, utilizing the provisions within Section 112 of the Housing Act of 1959, as amended, as a method of financing the local one-third share of any projected urban renewal activity within the study area.

If feasibility is indicated it is the purpose in Phase II to recommend specific urban renewal area boundaries for adoption by the National Capital Planning Commission and approval by the Board of Commissioners of the District of Columbia. The technical analysis in Phase II will be such that it will provide substantive portions of a Survey and Planning Application to the Urban Renewal Administration of the Housing and Home Finance Agency under Title I of the Housing Act of 1949, as amended.

Area of Study

The Howard University Study Area for the purpose of the feasibility study includes the area from Columbia Road and Michigan Avenue to the north, North Capital Street to the east, Florida Avenue and "S" Street to the south and Thirteenth Street to the west, all within the northwest section of the District of Columbia. This area is a part of the Near Northwest Number Two Study Area now being planned by the National Capital Planning Commission in the revision of the Comprehensive Plan for the District of Columbia.

The boundaries of the Howard University Study Area described above are somewhat larger than those originally determined, particularly to the south and west. Field investigation indicated the desirability of considering existing conditions within those areas as possibly having an influence in determining recommended project boundaries.

Determination of Feasibility

Whether urban renewal is feasible in all, or a portion or portions of the study area from the point of view of project eligibility, requires determination within two major areas:

1. The eligibility of the area, or any appropriate portion or portions of the area, under the provisions of the District of Columbia Redevelopment Act of 1945, as amended; the Housing Act of 1949, as amended; and pertinent requirements and regulations of the Housing and Home Finance Agency.

2. The financial feasibility of undertaking urban renewal activities in the area, with the objective of up-grading and improving the area in and around Howard University, on a non-cash basis in such a way that all, or a substantial portion, of the normal one-third share of any net project costs would be provided in non-cash credits under Section 112 of the Housing Act of 1959, as amended.

Phase I

This report, on Phase I of the study, involves an inventory and analysis of existing conditions in the area; interpretation of the long-range needs of Howard University within the area; review and interpretation of the comprehensive planning objectives within the area; development of preliminary proposals of renewal and redevelopment for the area; and the preliminary determination of the feasibility of urban renewal. Much of the data utilized in these studies was furnished by the National Capital Planning Commission, the Redevelopment Land Agency,

COLUMBIA RD
MICHIGAN AV
FILTRATION PLANT
HOWARD UNIVERSITY
REC CENTER
SCHOOL
HOS-PITAL
13 TH ST
NORTH CAPITOL ST
S ST
FLORIDA AVE
POPULATION
● EACH DOT REPRESENTS TWENTY-FIVE PERSONS 1960

PLATE 1

the Office of Urban Renewal of the District of Columbia and by Howard University. Certain of the data were checked in the field and expanded as necessary.

EXISTING CONDITIONS WITHIN THE STUDY AREA

An intimate knowledge of existing conditions in the Howard University Study Area is a necessary prerequisite for determining need for and feasibility of urban renewal activities. This section of the report contains an inventory and analysis of those existing conditions having a bearing on the determination of feasibility.

Population

The Howard University Study Area lies due north of the Downtown Business District, almost geographically in the center of the District of Columbia, within a planning area designated by the National Capital Planning Commission as the Near North Number Two. The area contains 691 acres and has a population of 37,315 persons. Approximately 94 percent of the population is non-white.

Plate I shows the distribution of the population by blocks according to the 1960 U.S. Census. Preliminary studies by the National Capital Planning Commission indicate a residential density varying from 45 dwelling units per net acre in the area east of Fourth Street to North Capital, to 70 dwelling units per net acre west of Sherman Avenue to Thirteenth, to 55 dwelling units per net acre in the area east of Sherman and south of Columbia Road.

Land Use

Existing generalized land use within the study area, furnished by the National Capital Planning Commission, is shown on Plate 2. The area is dominated by the large public or semi-public uses such as the Reservoir and Filtration Plant and the Howard University as well as the mixed commercial-light-industrial complex in the Sherman to Georgia, Barry Place to Florida Avenue area. The light-industrial uses are chiefly of the service and distribution type, i.e. dairies, lumber yard, bakeries, supply

TABLE I

Summary of Existing Land Uses

			ACRES	PERCENT
Single family (detached and row house)			107	15.5
2-5 family			59	8.5
6 or more family			18	2.6
COMMERCIAL			42	6.1
	Acres	Percent		
Commercial	34	4.9		
Parking	8	1.2		
	42	6.1		
PARKS (Bannecker)			13	1.9
INDUSTRIAL			25	3.6
PUBLIC & SEMI-PUBLIC			216	31.2
	Acres	Percent		
Public & Semi-public	118	17.1		
Water Area	39	5.6		
Howard University	59	8.5		
	216	31.2		
STREETS AND ALLEYS			199	28.8
VACANT			12	1.8
		TOTAL	691	100.0

LEGEND

- SINGLE FAMILY RESIDENCE
- 2-5 FAMILY RESIDENCE
- 6 OR MORE FAMILY RESIDENCE
- COMMERCIAL
- INDUSTRIAL
- PARKING
- HOWARD UNIVERSITY
- PUBLIC AND SEMI - PUBLIC
- VACANT

NORTH
500 FEET 0 500 1000 1500

FEASIBILITY STUDY

HOWARD UNIVERSITY STUDY AREA

EXISTING LAND USE

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WASHINGTON, D.C.

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CITY PLANNERS URBAN RENEWAL CONSULTANTS
WASHINGTON, D.C.

PLATE 2

houses, etc. A number of these uses are presently creating a nuisance by parking vehicles and equipment illegally on sidewalks and planting strips. There are a number of open storage sales areas and junk yards.

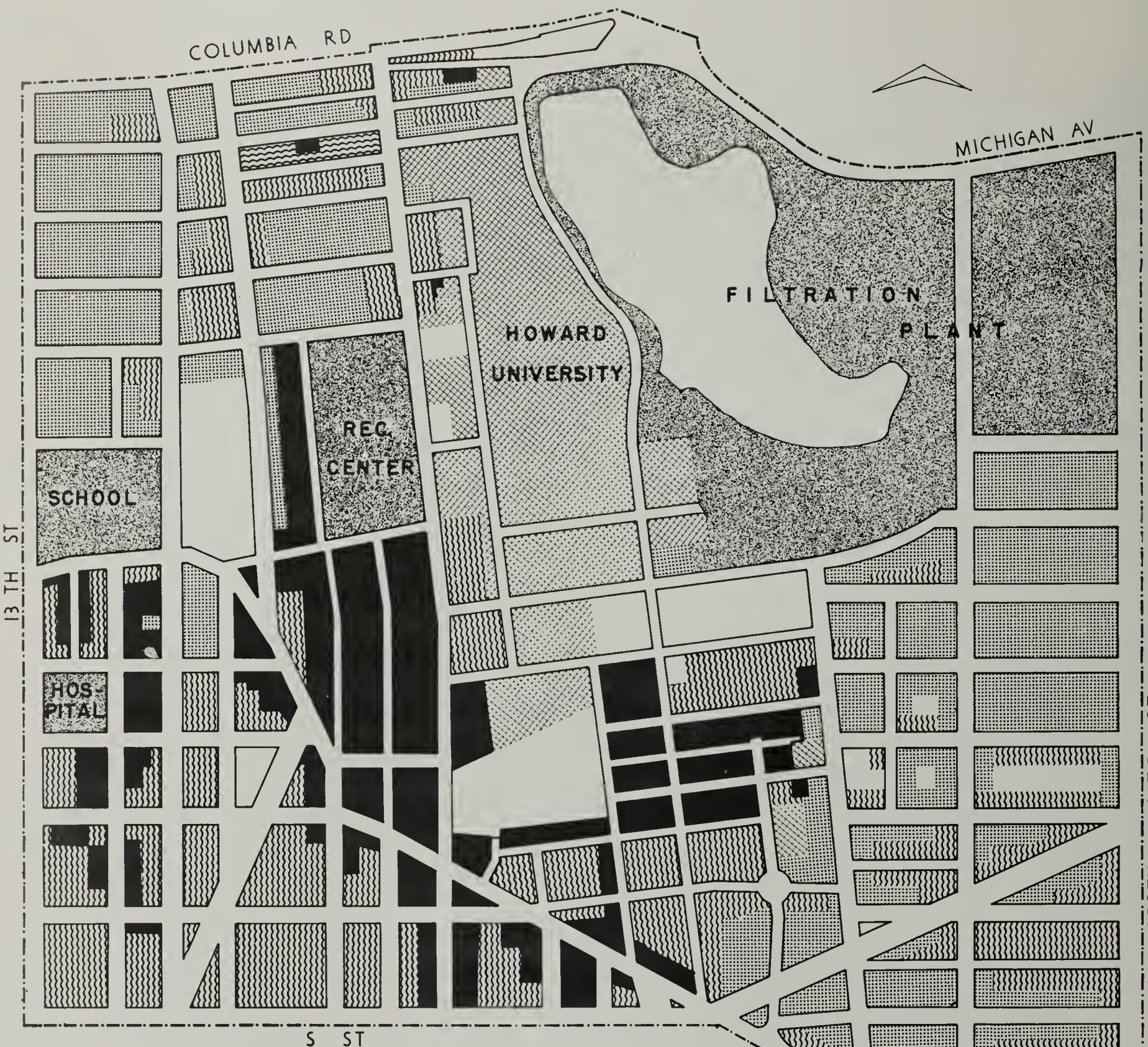
The commercial uses are more of the neighborhood variety including stores, bars, theaters, etc. A large area is devoted to open parking reflecting the proximity to the now-vacant American League Baseball Park-Griffith Stadium.. The remainder of the commercial development is stripped along "U", Sherman, Georgia, Florida, 11th and 1st Streets. The residential development surrounds the public and semi-public and commercial-industrial areas in an arc from Channing and North Capital to the northeast to Thirteenth and Columbia Road and Georgia to the west and north. The single family areas are chiefly to the east between 2nd Street and North Capital and to the northwest between Euclid and Columbia Road. The higher density residential development is to the south generally between Second and Thirteenth Streets north of "S" Street and Rhode Island Avenue.

A statistical summary of the major land uses is shown on Table 1. Of the total of 691 acres only 12 acres or 1.8 percent of the area is vacant. The majority of this vacant land is the old Garfield Hospital site slated for early development with housing for the elderly.

The largest land use within the study area is public and semi-public. A total of 31.2 percent of the area is so used. The Filtration Plant property and Howard University are the major public and semi-public uses. The Howard University campus contains 59 acres, or 8.5 percent of the total area.

The second largest use (other than streets and alleys) is residential,which occupies 26.6 percent of the total area. Single-family use, in both detached and row house, utilizes 107 acres or 15.5 percent . Residential use in 2-5 family units utilizes 59 acres or 8.5 percent. Multiple units of 6 or more use 42 acres or 6.1 percent of the total area.

Commercial uses, primarily in the Florida Avenue to Sherman to Barry Place to Georgia Avenue area, represent



PREDOMINANT CONDITION OF STRUCTURES

LEGEND

GOOD

FAIR

BAD

6.1 percent or 42 acres within the area. Industrial uses are located generally in the same area with commercial except for those industries located north of "U" Street and north of Barry Place along Sherman Avenue, utilizing 25 acres or 3.6 percent of the total.

At the present time, the only park use within the area is the 13 acre Bennecker Recreation Area. Right-of-way for streets and alleys represent 28.8 of the total land or 199 acres, which is somewhat higher than normal because of the number of extra wide rights-of-way in the area, such as Vermont, Rhode Island and others.

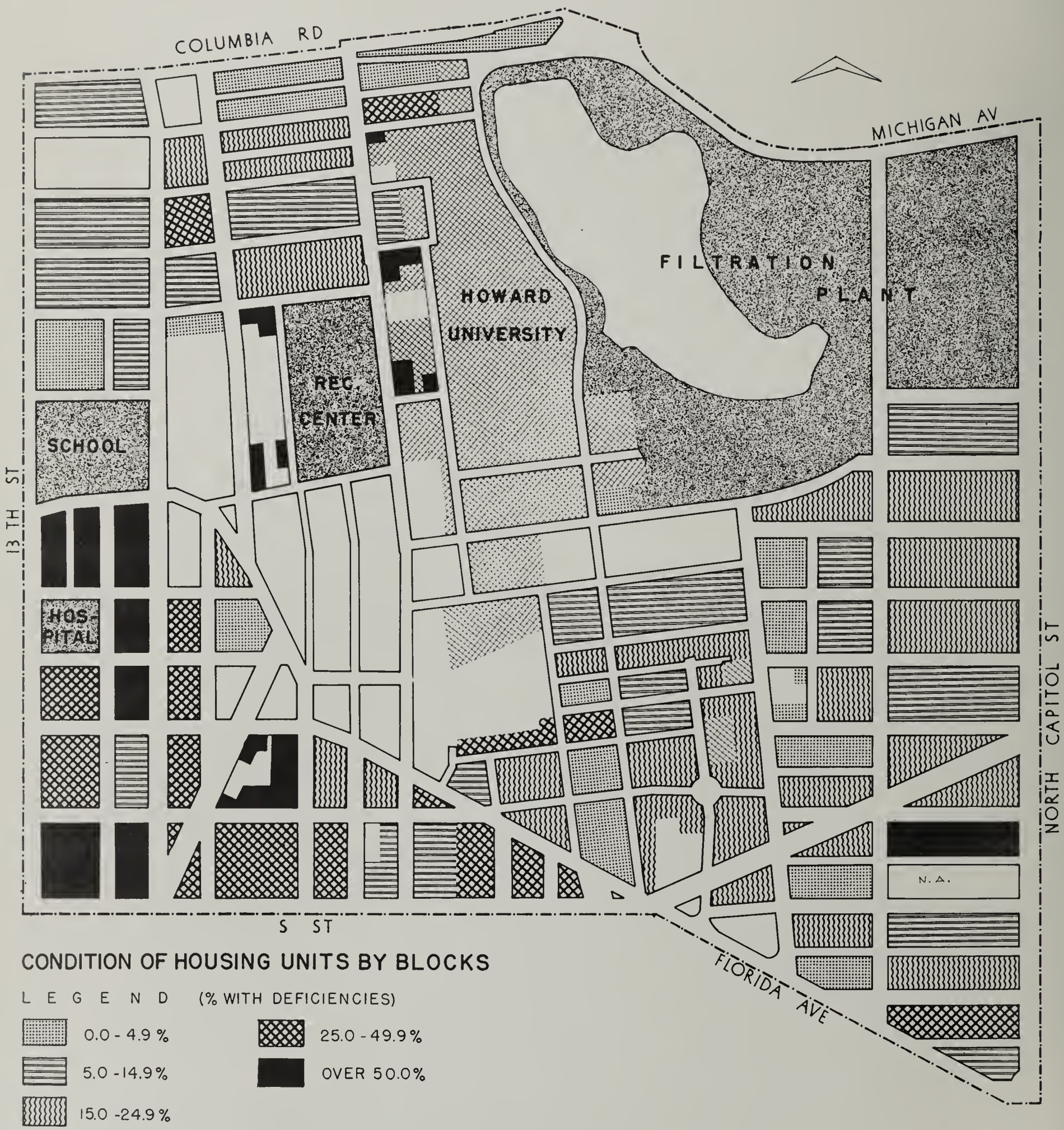
Predominant Condition of Structures

The Redevelopment Land Agency conducted a "windshield" survey of the condition of structures within a major portion of the study area earlier this year. This information was checked in the field and used as a basis for expanding the condition data to include the enlarged study area. The results of this survey are shown on Plate 3. The structures in the study area were placed in one of three broad categories--Good, Fair, or Bad. It is emphasized that this rating was based upon exterior inspection only which was considered sufficient for the purposes of this study. During later planning stages, if a project is feasible, a more detailed inspection including interior inspection will be required.

The condition of structure rating was established based on a judgment made in the field as to major and minor deficiencies, level of maintenance and the effect of the lack of neighborhood amenities. A structure classed as good had no obvious serious defects that could not be remedied in the course of normal maintenance and was not generally lacking in neighborhood amenities. A structure classed as fair had no major deficiencies such as:

a. Structural damage by fire or other causes by more than 50 percent of the estimated value;

b. Walls, floor (where visible from exterior), roof and/or foundation of substandard construction;



CONDITION OF HOUSING UNITS BY BLOCKS

LEGEND (% WITH DEFICIENCIES)

- 0.0 - 4.9 %
- 5.0 - 14.9 %
- 15.0 - 24.9 %
- 25.0 - 49.9 %
- OVER 50.0 %

c. Walls, floor, roof and foundation are sagging, cracked, out of plumb, rotting, or are lacking necessary structural members;

or no more than one or two minor deficiencies, such as:

a. Either doors or window frames or sashes are rotting or missing;

b. Either stairs, landings or railings are broken or loose or missing;

c. Exterior paint on main building is in poor condition;

d. Porch is either of substandard construction, is sagging, out of plumb, has rotten materials or is lacking necessary structural members;

e. Chimney is either of substandard construction, is unsafe, has missing materials or is out of plumb;

f. Walls or floor or roof is in poor repair.

The level of maintenance of a fair structure was within the limit of that which would be provided within the course of normal maintenance. A fair structure was not seriously affected by lack of neighborhood amenity.

A bad structure had at least one of the above major deficiencies and a number of the minor deficiencies. The condition of the structure was beyond normal maintenance and there was noticeable lack of neighborhood amenity.

Plate 3 indicates that the good structures are located generally to the east between Second Street and North Capital and the northwest between Florida Avenue and Columbia Road. The fair structures, although scattered throughout the good areas, are chiefly located between Thirteenth and Second Streets south of Florida Avenue. Many of these structures are on the border-line between fair and bad. The bad structures, predominantly commercial and light-industrial, are located mainly between Florida Avenue and Fourth Street south of Barry Place. This condition is providing a serious environmental problem to Howard University and to the entire area.

COLUMBIA RD
MICHIGAN AV
FILTRATION PLANT
HOWARD UNIVERSITY
REC CENTER
SCHOOL
HOS-PITAL
13 TH ST
NORTH CAPITOL ST
S ST
FLORIDA AVE
OVERCROWDING - BY BLOCKS
LEGEND (% HAVING 1.01 DU's OR MORE PER ROOM)
0.0 - 4.9%
5.0 - 14.9%
15.0 - 24.9%
25.0 - 49.9%
OVER 50.0%

PLATE 5

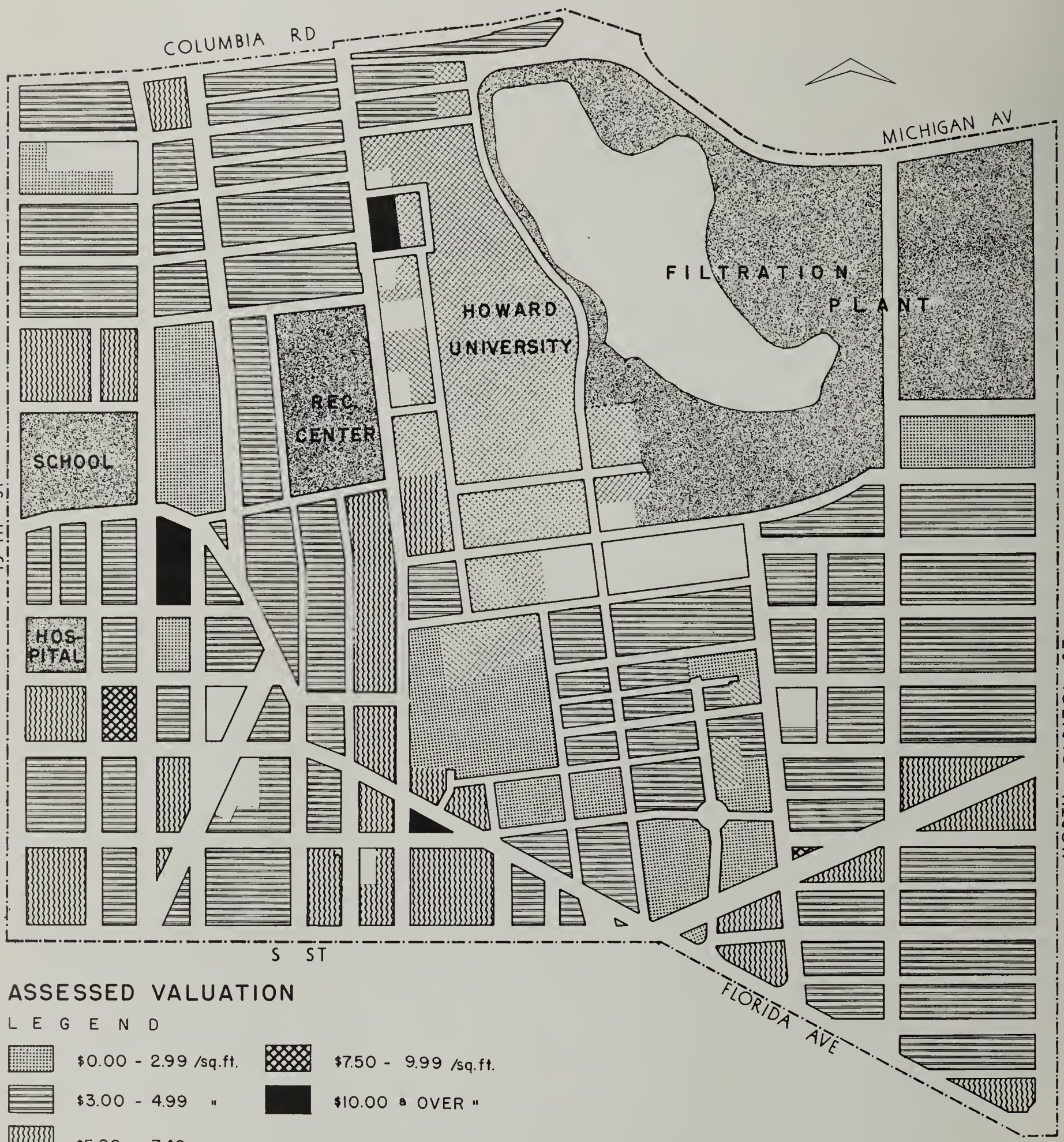
Condition of Housing

The condition of housing units by city blocks from the 1960 U.S. Census data is shown on Plate 4. This plate shows the percentage of dwelling units in a block which have deficiencies in that they are deteriorating, dilapidated or lack plumbing facilities.

Those blocks showing the most serious deficiency, 25 percent or more indicated by the two darkest patterns, are generally located south of Florida Avenue and east of Thirteenth Street. There are a number of scattered areas generally inter-mixed with, or adjacent to, non-residential uses which fall into the same category. The areas shown by the vertical wavy line pattern are borderline to being sub-standard. There are a number of blocks, particularly between Second and North Capital Streets, which fall in this range of 15 to 30 percent which are shown on Plate 3 to have good structures. This is indicative that the deficiencies are interior due probably to doubling up in units previously constructed for single family occupancy. Those blocks having low deficiencies, 0 to 15 percent, do not follow a set pattern, being scattered mainly in the northwest corner and to the east between Fifth Street and North Capital.

Over-Crowding

Plate 5 shows the extent of over-crowding by blocks from the 1960 U.S. Census data. Overcrowding is measured by the percentage of dwelling units in each block having 1.01 or more persons per room. The most serious overcrowding is shown to be in the area between 8th Street and New Jersey Avenue north to Florida Avenue where the majority of the blocks range from 25 to 50 percent of the dwelling units having 1.01 or more persons per room. As in the case of the housing conditions there are a number of blocks in which the structures were classed as good which show high percentage of over-crowding. Many of these deficiencies can be corrected through code enforcement.



ASSESSED VALUATION

LEGEND

- $0.00 - 2.99 /sq.ft.
- $3.00 - 4.99 "
- $5.00 - 7.49 "
- $7.50 - 9.99 /sq.ft.
- $10.00 & OVER "

PLATE 6

Occupancy, Value and Rent

Analysis of the 1960 U.S. Census data relating to occupancy, value and rent pertaining to the structures in the study area reveal a number of important characteristics. While the statistics for the study area as a whole indicate that 68 percent of the dwelling units are renter-occupied there are a number of areas where the owner-occupancy approaches 50 percent, particularly between 2nd Street and North Capital. As would be expected, these areas are also rated as good in condition of structures and low in housing deficiency conditions. 95 percent of the housing units are occupied by non-white.

The average building values in the study area show a high degree of stability having an over-all average value of $12,600 per owner occupied single family unit per block, ranging between $16,000 for the highest average for a block to $9,500 for the lowest. The average rent ranges from a high of $94 per unit per block to a low of $48 with the over-all average being $65.

Assessed Valuations

Plate 6, which shows the assessed valuations in the study area on a square foot basis by blocks, reflects the stability indicated by the value and rent structure discussed in the previous section. These figures are based on last year's assessment data which will be up-dated prior to the final report. As would be expected, the highest square foot values,occur in the commercial and industrial areas of the study area. The majority of the property in the study area falls in the range of $3 to $5 per square foot.

Utilities

The study area is adequately served by water, sanitary and storm sewers and natural gas. The appropriate agencies have furnished map data showing the size and location of their installations. These will be shown graphically in the final report since this data was not received in time for inclusion in this report.

The fact that the area is so well served and particularly its proximity to the Bryant Street pumping station and the filtration plant introduce special problems which will be noted later in the feasibility study as they relate to future use areas.

Circulation

The existing pattern of streets serving the study area consist of Thirteenth Street, Sherman and Vermont, Georgia Avenue, First Street and North Capital as the major north-south arterials and Columbia Road and Howard as a one-way pair with Michigan Avenue, Florida Avenue with "U" Street and Rhode Island Avenue being the major east-west arterials.1

Fourth and Second Streets serve as secondary north-south arterials with Bryant Street providing a secondary east-west movement within the study area. This existing pattern, because of the large number of diagonal street intersections together with a predominance of strip commercial and industrial development adding to the confusion, is not providing the most efficient service to the area. Most of the arterials provide bus transportation through the area.

Schools and Parks

From the standpoint of school facilities the study area presents a paradox. It has two new elementary schools under construction, while there are four others that would have to be classed as obsolete. There is a senior high school and a junior high school within the area. There are two elements of the District of Columbia Teachers College located on two sites a number of blocks apart within the area which would provide more efficient service on a single site not necessarily within the study area.

The study area is situated within a portion of the District of Columbia which has an acute deficiency in park and recreation land, particularly of the neighborhood type. The Bannecker Recreation Area provides the major service not only to the study area but to a much larger surrounding area.

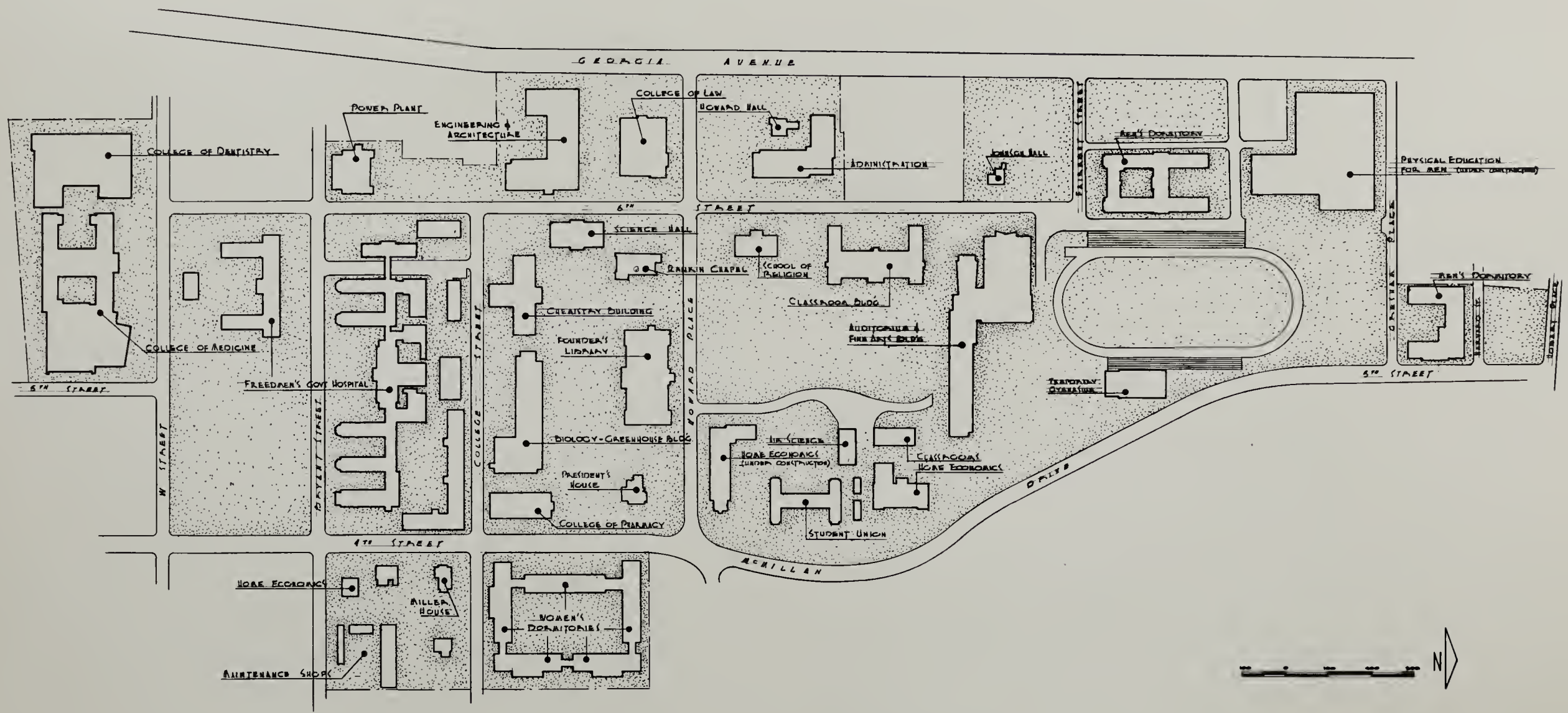
Over-all Environment

The environmental image of the study area as it exists leaves much to be desired. The mixed patterns of congested commercial and industrial land uses in close proximity to a vigorously expanding university and surprisingly good housing is certainly not conducive to the objectives of up-grading and improving the area. The influence of this situation is also undoubtedly having an effect on values in the area which have to the present been able to maintain a remarkable stability. While the housing is surprisingly good in most of the area, as mentioned earlier, that which is adjacent to the congested, mixed-use area is obsolescent and rapidly deteriorating. There are indications that this condition is spreading outward toward the better housing areas and will continue to do so unless vigorous remedial steps are taken. The serious lack of park and recreation space is a contributing factor. The effect on Howard University will be covered in a subsequent section of the report.

HOWARD UNIVERSITY

A development plan for Howard University was prepared in 1951 by the General Services Administration and has served as a general guide to campus development since that date. The University is now preparing a comprehensive long-range development plan for the next twenty year period. The plan is based on a projection of the University's academic program, space requirements for academic and non-academic activities and the resulting building space and land requirements for buildings and supporting services and facilities. When completed, the plan will be a definitive statement of the University's building and land needs for the next two decades and a physical plan for the arrangement of buildings, facilities and services on the campus.

PLATE 7



EXISTING FACILITIES - HOWARD UNIVERSITY - 1962

Existing Development

Howard's enrollment for the 1961 academic year was 5500 full-time-equivalent (FTE) students.[1] The campus comprises 59 acres generally bounded by Georgia Avenue, Harvard Street, McMillan Drive and Fourth Street and "W" Street. (See Plate 7) From the original campus, the University has expanded into peripheral areas. The campus is traversed by several through streets. The campus is compactly developed in the traditional manner, i.e., low-rise walk-up buildings surrounded by landscaped green areas, athletic areas, physical plant service and service areas are provided on campus. Of the 59 acres, approximately 14.8 acres or 25 percent of the campus is covered by buildings. In common with most institutions several buildings are temporary, having been converted from other uses, or are war surplus structures erected to accommodate the post-war surge in enrollment.

The present land coverage of 25 percent conforms to generally accepted standards for universities with traditional campuses such as Harvard or the Big Ten Universities of the Middle-West. These universities, generally in suburban areas or in small cities, plan for a land coverage factor of .8 which assumes that the buildings would cover 25 percent of the land and that the buildings would consist of five floors--four stories and a basement. While complete data on space are not available, it may be assummed that Howard does not have this intensity of use. The removal of temporary structures and their replacement with higher buildings would increase the building space available on campus under these standards. It should be noted that the University proposes land coverage of 60 percent with structures of four to six stories in its proposed development plan.

While the campus can be more intensively developed for building space, there is a serious deficiency of land

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[1] A "composite" student who, if registered for a full schedule in a department, would cause the same teaching load as is caused by several students who register for only part of their schedules in that department.

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for athletics, recreation, ROTC and off-street parking. At present the lack of adequate outdoor areas for physical education and ROTC requires the University to use a public playground for these purposes. In common with most institutions off-street parking is inadequate to meet increasing needs.

Environment

The University is surrounded by an admixture of land uses, some incompatible with an institution of higher learning. The deterioration of structures and the erosion of social values and environmental amenities are injurious to the function of the University and have produced special security problems. The campus is not well related either physically or visually to its urban environment. Renewal action in the Howard area should be integrated with the long-range campus plan to achieve desirable community goals. These goals should include environmental betterment for the entire area, provide land for the expansion of the University and other public and semi-public uses, allow for the design of the University providing maximum visual impact upon the surrounding area and establishing the campus architecturally as an urban institution, and a self-contained entity and relate the campus in scale to both the student inside and to the outer urban environment.

Proposed Development

The University, as part of its long-range planning program, has developed building space and land requirements for the next two decades by five year periods. It is estimated that the FTE student registration will increase from the present enrollment of 5500 to 12,00 FTE students by 1982. This estimate may be considered conservative in view of national trends in higher education. A recent projection of enrollment in higher education from the present 4 million students to 9.2 million by 1978.[1]

---

[1]Ronald B.Thompson, Enrollment Projections for Higher Education, The American Association of Collegiate Registrars and Admission Officers, 1961.

While a university may control its enrollment by admissions policy, academic standards and tuition fees, most universities, particularly public institutions, find it difficult to limit enrollment in the face of entrance demands. Howard University, because of its growing national and international importance and unique role in the American Negro society, may in the future confront pressure to increase enrollment beyond that projected. While it is not possible to predict the forces of change with certainty, any long-range plan should take into consideration the possibility of changes in students, staff and services.

Based on an enrollment of 12,000 FTE students and an expanded academic program the University estimates the following building and land needs by 1982:

PROJECTED BUILDING AND LAND REQUIREMENTS

	Gross Floor Area	Land Area in Acres
Instruction & Research	1,177,335	14.84
Special Facilities		
Hospital	683,470	--
Health Service	54,348	0.70
Food Service	40,000	0.51
Student Faculty Housing	712,525	9.09
Off-street Parking	--	38.12
Athletics & ROTC	--	35.39
Faculty Homes Sites	--	3.59
Guest House Site	--	0.26
Home Mgt. House Site	--	0.26
		102.76
Service Areas (30%)		44.04
TOTAL		146.80

The above land requirements assume that the present Freedman's Hospital site will be the site of the proposed 500-bed teaching hospital. If the hospital should be located off the existing campus it is estimated that an additional 5.41 acres will be required. The Freedman site would then be available for other University use.

Of the above land requirements the University would need 34.35 acres by 1967, an additional 13.05 acres by 1972, another 49.83 acres by 1977 and the remaining 6.92 by 1982.

The methodology used by the University in arriving at space and land needs follows the generally accepted practice for studies of this type. However, the study assumes (1) that all buildings are presently fully utilized and (2) that the existing campus is built-up and all future construction will be on a new site to be acquired. It is possible that through increased utilization of existing space (through centralized scheduling of classes and increasing space use standards) additional students could be accommodated within existing space.

The existing campus is developed at a low density (low-rise buildings with 25 percent land coverage) Several buildings are temporary and will eventually be razed. Through creative design and site planning, additional buildings could be located on the present campus. Increased space utilization and a more intensive use of the existing campus may offer a means of reducing both additional building and land needs. This of course can only be determined as the University develops its long-range plan.

Review of Development Proposals

The computation of land needs for buildings given above is based on a floor area ratio (FAR) of 1.8. This figure expresses the total gross floor area as a multiple of the area of the lot or site on which a building is erected. The figure is determined by the zoning regulations of the District of Columbia and is computed by dividing the gross floor area of all buildings on a lot by the area of the lot. The intensity of development, as enrollment and space utilization standards, are matters of university policy. This policy is shaped by educational objectives and by economics. The spiraling costs of providing adequate physical plants and the almost prohibitive land cost in metropolitan areas is forcing urban universities to depart from traditionalism to intensively developed campuses. Harvard and the University of Hawaii are constructing high-rise buildings. The new Chicago branch of the University of

Illinois will be one of the most intensively developed university locations in the nation with 20,000 students on a 106 acre campus. The use of a FAR factor of 1.8 for an urban university where the economical use of land is an important factor is unrealistic. A FAR factor of 3.0 or higher would permit a more economical use of land.[1] Land coverage would be reduced to 50 percent.

This would permit buildings to be designed economically and efficiently for their particular function, e.g. high-rise structures for student housing, classroom buildings in clusters of four-story buildings that do not require elevators for mass movements, and offices and seminar rooms, used by smaller groups with more evenly distributed traffic in elevator-served high-rise buildings that can make a minimum use of land.

It is not the purpose of this study to make a qualitative or quantitative judgment on the University's long-range plan. In general, based on plans prepared by this firm for other universities, the projected building and land requirements meet generally accepted standards for institutions offering similar programs.[2] However, in view of Howard's urban location alternate solutions to campus development should be sought. By increasing the FAR a more intensive use could be made of the existing campus, reducing the need for additional land for buildings. Consideration should be given to high-rise structures adjacent to the reservoir, thus benefitting from the existing open space. Student housing could be in high-rise structures of up to 12 stories.

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[1]The application of the existing zoning regulations to a university complex is questionable. A change in the FAR to permit more intensive use or of placing the University in a "planned unit" zone would permit flexibility in design and location of structures yet retaining a predetermined density based on the entire campus.

[2]The projections were evaluated by using average space areas per FTE student for new construction and land. Thus, the evaluation does not take into consideration the use of existing buildings or land.

Parking is required for an additional 5535 automobiles. If this parking were provided in multi-storied garages only 6 or 7 acres of land would be required to 38.12 acres if surface parking is provided. Parking garages can be financed through revenue bonds to be retired from parking fees. The projected land requirement for athletics and ROTC is higher than average and could be reduced without impairing the programs. The allocation of 44 acres for service areas (streets, alleys, drives, physical plant yards, public space, etc.) is excessive and certain areas would be included as part of the building land requirement.

It is possible that by revising the land allocations as suggested above and developing the campus more intensively the requirement for new land could be reduced by approximately one-half, or to 75 acres.

COMPREHENSIVE PLANNING OBJECTIVES

Any recommendations made as a part of the feasibility study for the Howard University Study area must conform to the comprehensive planning objectives for the area. These objectives fall into two categories: (1) broad policies as outlined in the "Plan for the Year 2000" published by the National Capital Planning Commission and the National Capital Regional Planning Council and (2) more specific policies established in preliminary form for the study area as a part of the National Capital Planning Commission's current program revising the comprehensive plan for the District of Columbia.

Policies "A Plan for the Year 2000"

The broad planning policies set forth in the "Plan for the Year 2000" are as follows:

1. The future development of residential areas within the District should be keyed more to an improved quality of living environment than to accommodating a significant population increase during the decades ahead.

2. The processes of conservation and regrowth within the residential sections of the District should

be directed toward the creation of a city of distinct communities.

3. Renewal Programs designed to replace substandard housing with sound development should be accelerated. Positive programs should at the same time be instituted to protect sound residential areas.

4. A wide range of housing types should be maintained within the District.

5. Housing should be available in the District, within the limits of economic feasibility, to all income groups.

6. Most high density development should be located near major streets and highways, rail transit stations, employment centers, and local open spaces.

7. "Uptown" employment centers should be encouraged at locations which will enjoy high accessability upon completion of the basic transportation system.

8. Public open space within the District should be protected against conversion to any other use.

9. Proposed additions to the open space system should be evaluated not only for their recreation and aesthetic potential but also for their potential as stimuli to the renewal of the District.

10. Particular care should be applied to correct, and in the future to prevent, encroachment of commercial and employment centers upon surrounding residential centers.

11. The transportation systems within the District should be located and designed so as to encroach as little as possible upon residential areas.

Policies Relating to the Study Area

The more specific policies applying to the study area developed by the staff of the National Capital Planning Commission in preliminary form as a part of their analysis of the larger Near North Number Two Planning Area are as follows:

1. to preserve and if possible expand the existing housing supply;

2. to maintain generally the same over-all densities that now exist except that some areas would be lowered, others raised;

3. to provide for a reasonable expansion of the Howard University Campus in keeping with their long-range program;

4. to provide for a reasonable expansion of the Childrens Hospital area to accommodate their future needs;

5. to up-grade and improve the environment of the area including necessary accommodations within the District of those non-residential uses which may be displaced in the process;

6. to provide sufficient commercial use to serve the area;

7. to improve the circulation system;

8. to alleviate where possible the acute lack of park and recreation facilities in the area;

9. to provide the necessary community facilities within the area.

FACTORS AFFECTING RENEWAL ACTIVITIES

Preliminary proposals for renewal and redevelopment are contingent on the results of two areas of study, the first being requirements established by the Urban Renewal

Administration of the Housing and Home Finance Agency and the Redevelopment Land Agency under the provisions of the District of Columbia Redevelopment Act pf 1945, relating to project elibility, and the study and analysis of existing conditions within the study area discussed earlier in this report. The second area of study has to do with the development of a future land use plan for the study area in conformance with the comprehensive planning objectives, established as a basis determining renewal activities.

Qualifications for Title I Assistance

In discussing the different types of renewal programs which might be utilized in removing or preventing slums, blight or deterioration, one must always remember that as a qualification for Title I assistance, an urban renewal area must be, according to the policies and requirements established by the Housing and Home Finance Agency:

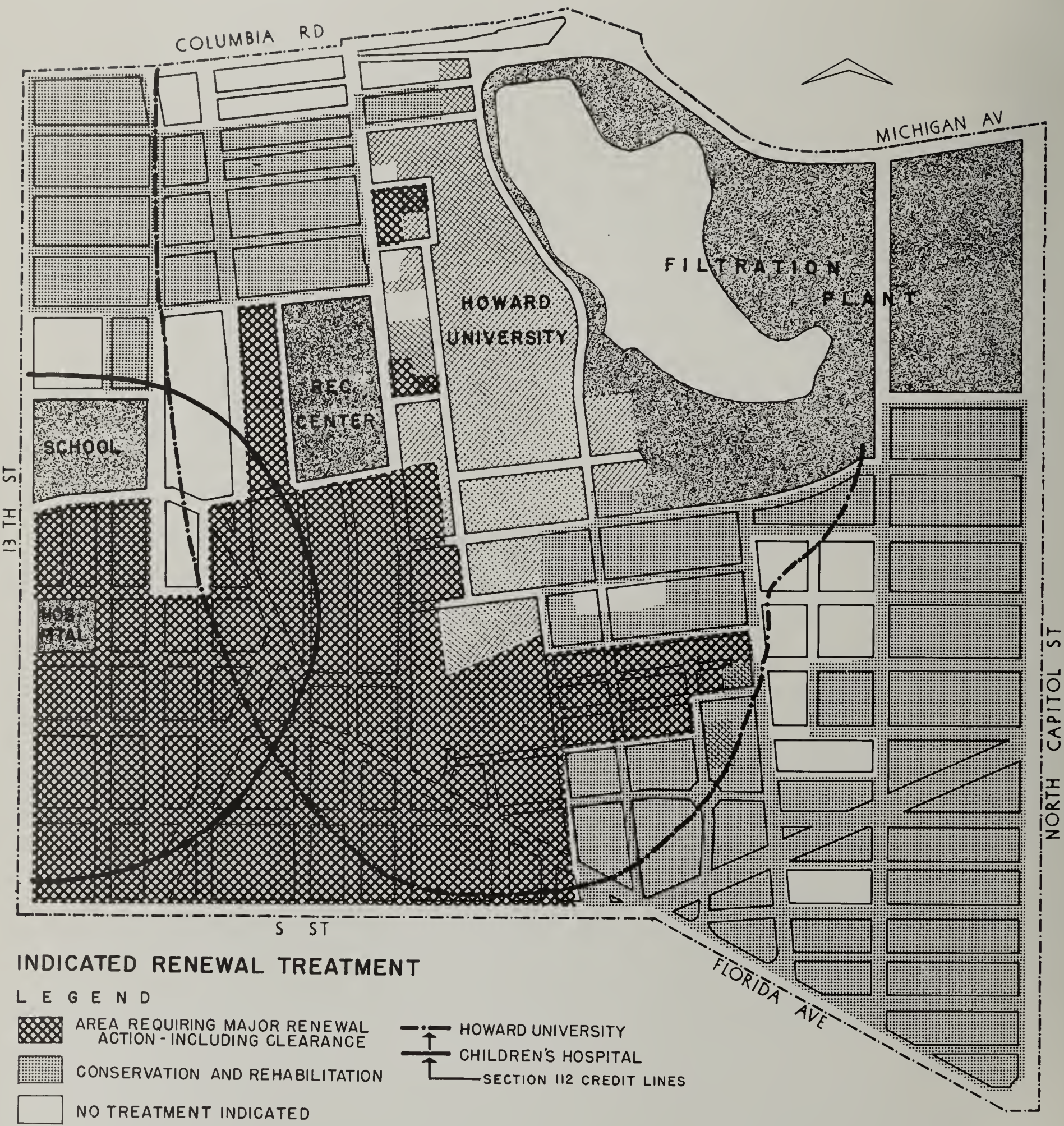
1. A slum area or a blighted, deteriorated, or deteriorated, or deteriorating area which is approved by the Housing and Home Finance Agency as appropriate for an urban renewal project; and

2. An urban renewal area, as defined above, must contain deficiencies to a degree and extent that public action is necessary to eliminate and prevent the development or spreading of deterioration and blight.

   At least 20 percent of the buildings in the area must contain one or more building deficiencies and the area itself must contain at least two environmental deficiencies. Further, either building or environmental deficiencies necessary to establish eligibility of an urban renewal area must be present to a reasonable degree in all parts of the area. Any included area not meeting the distribution of deficiencies criteria cannot be more than a minor portion of the area.

Existing Programs

There are three programs which have applicability to this study, namely: (1) The General Neighborhood Renewal Program, (2) Conservation and Rehabilitation and (3) Slum Clearance.



INDICATED RENEWAL TREATMENT

LEGEND

- AREA REQUIRING MAJOR RENEWAL ACTION - INCLUDING CLEARANCE
- CONSERVATION AND REHABILITATION
- NO TREATMENT INDICATED
- HOWARD UNIVERSITY
- CHILDREN'S HOSPITAL
- SECTION 112 CREDIT LINES

PLATE 8

General Neighborhood Renewal Program (GNRP). The purpose of a GNRP is to permit the planning of a substantial area or neighborhood as an entity in order that a total plan for development may be formulated and carried out in its entirety through a series of projects over an estimated 10 year period. A GNRP area must have boundaries which provide reasonable protection from slums, blight or blighting influences and have logical boundaries.

The GNRP approach to urban renewal permits the assessment of an area's physical needs which when tied to required treatment cluminate in a limited programming of renewal activity, including public facilities as called for in the Master Plan for a City.

Rehabilitation and Conservation. Rehabilitation and Conservation is a program created to: renew deteriorating areas to a long-term sound condition; improve the quality of individual properties and living conditions; establish a continuing program of code enforcement to maintain the area renewal and prevent the recurrence of blight and spread of blight.

Rehabilitation is the repair and renewal of an individual property which when carried out in a planned program results in conservation--the restoration to an area of economic and social values.

Slum Clearance. Slum clearance, the oldest and most widely-known program permitted under Title I, is simply the acquisition of slum, blighted or deteriorating property, its demolition, the installation of necessary public facilities and improvements and the resale of remaining land with land use restrictions to redevelopers, private or public.

Of the aforementioned programs, the latter two are action programs. The GNRP is not. It is a planning program dependent on individual projects for its accomplishment. These projects can be clearance, rehabilitation and conservation or a combination of these two.

Indicated Renewal Treatment

Plate 8 shows the preliminary indicated renewal treatment designated for the study area. These areas were delineated following a careful analysis of the conditions that

now exist with particular reference to land use, condition of structures, condition of housing, overcrowding, occupancy, assessed values,circulation and environment.

The area designated on Plate 8 as requiring major renewal action including clearance contains a serious intermixing of land uses, all of the bad structures and housing and a substantial portion of the borderline structures and housing that are being seriously affected by the poor environmental conditions which exist. While overcrowding exists in parts of this area it was considered a secondary contributor. It is our opinion that this area is seriously affecting the adjacent areas, particularly Howard University and the better housing areas, and that unless drastic steps are initiated the condition will become worse and, more important, will spread into those areas which can now be improved without drastic renewal action.

The remainder of the area has been designated for rehabilitation and conservation. You will note that a few blocks have not been designated as requiring treatment of any nature. These blocks appear as solid white. Analysis of our surveys and the Census of Housing: 1960, indicates that these blocks do not require any extensive treatment of any kind. However, these blocks would be included in any rehabilitation and conservation area provided their inclusion did not impair the eligibility of the area for renewal activity.

An analysis of our surveys indicates that a large percentage of the blight currently existing in these rehabilitation areas is primarily due to overcrowding. It would appear that a program of strict code enforcement in the area could reduce the incidence of overcrowding which exists, and thereby eliminate much blight. The more sound residential sections are well provided with schools and other amenities that are necessary to continued residential stability except for parks and recreational areas.

A combination of code enforcement with provision of park and recreational facilities would go a long way toward providing the incentive needed to encourage property owners to up-grade and maintain their property. One factor which tends to hinder such up-grading is the percentage of owner-occupied dwellings in these areas. A preliminary check

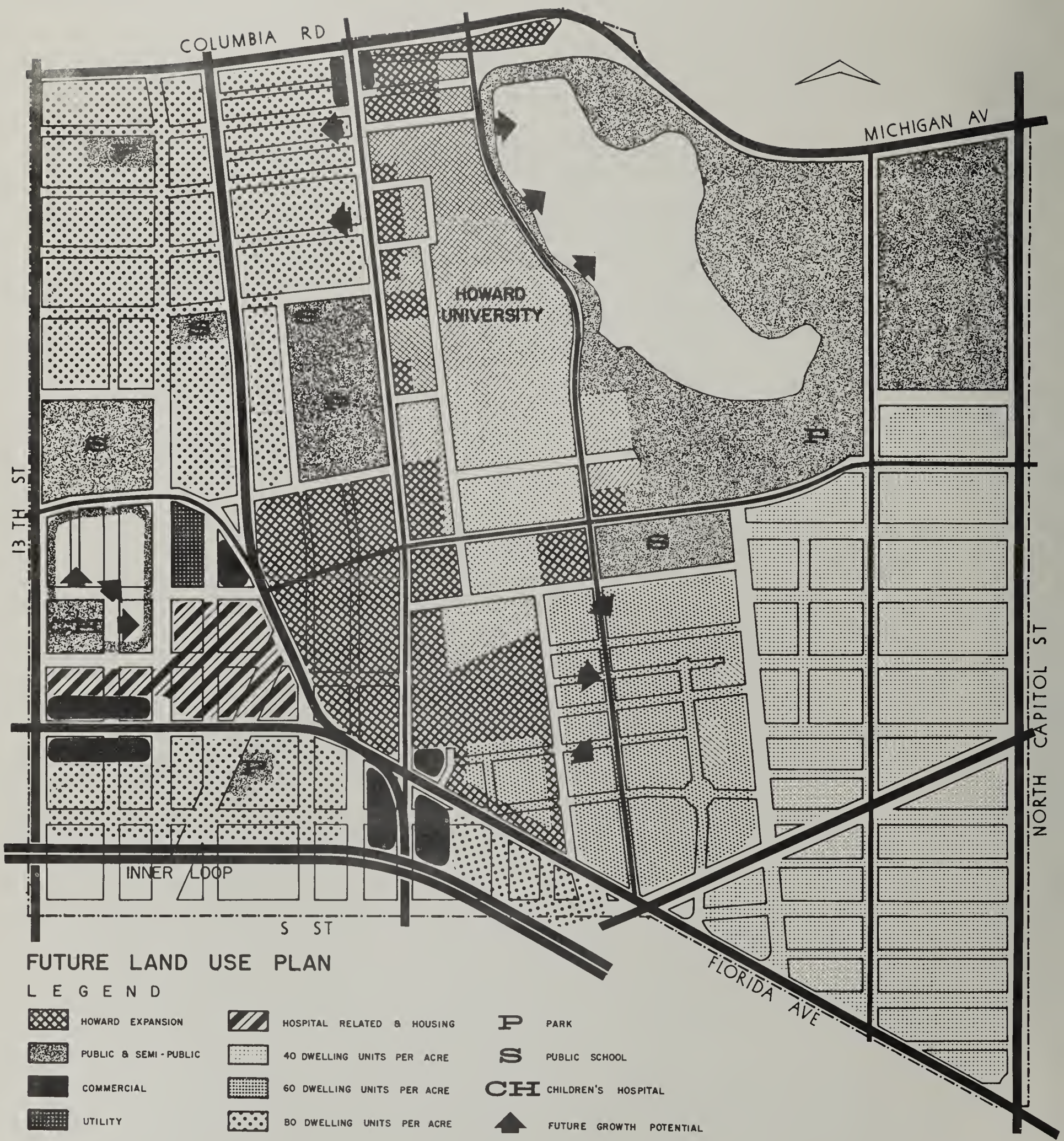

COLUMBIA RD
MICHIGAN AV
HOWARD UNIVERSITY
13 TH ST
NORTH CAPITOL ST
INNER LOOP
S ST
FLORIDA AVE
FUTURE LAND USE PLAN
LEGEND
HOWARD EXPANSION
PUBLIC & SEMI-PUBLIC
COMMERCIAL
UTILITY
HOSPITAL RELATED & HOUSING
40 DWELLING UNITS PER ACRE
60 DWELLING UNITS PER ACRE
80 DWELLING UNITS PER ACRE
P PARK
S PUBLIC SCHOOL
CH CHILDREN'S HOSPITAL
FUTURE GROWTH POTENTIAL

PLATE 9

indicates an average owner-occupied dwelling relationship of 40 percent.

Future Land Use Plan

Plate 9 shows the preliminary proposals for future land use within the study area. This plan was developed following study and analysis of the long range needs of Howard University; the future land requirements for Childrens Hospital and a number of other major proposals for the study area such as the housing for the elderly proposed for the old Garfield site; and the Inner Loop expressway alignment paralleling "T" Street and Florida Avenue through the study are were considered.

The proposed land use plan was also developed in conformance with the comprehensive planning objectives, both within the Year 2000 concept as well as those more specifically related to the study area, established by the National Capital Planning Commission. This future land use plan becomes the basic guide for the development of urban renewal activities within the study area.

Residential. The plan proposes the retention of residential use within the areas where it now exists except that the densities are proposed to be modified. The area between Second Street and North Capital, which now has a density of 45 dwelling units per net acre, is recommended to be 40 in the future. The residential area west of Second Street to Fourth Street is proposed to be raised from a density of 45 dwelling units per net acre to 60. The area between the Inner Loop and "U" Street, which is now 70 dwelling units per net acre, is proposed to be 80 in the future. A density of 80 dwelling units per net acre is proposed for the area between the Inner Loop and Florida Avenue between Georgia and Rhode Island Avenues. The area north of Barry Place between Thirteenth Street and Georgia Avenue is proposed to be changed from the existing 70 dwelling units per net acre to 80.

The area north of "U" Street between Childrens Hospital and Sherman Avenue is proposed for special treatment in that a combination of higher density of housing of 80 dwelling units per net acre, as well as certain medical

office uses is recommended. Officials of Childrens Hospital have indicated that there are a number of groups related to their operation who could best function in closer proximity to them. A few of these groups have indicated a willingness to consider such a move. The area is well buffered by the commercial development on "U" Street, the Hospital, the Potomac Electric Power Facility and Sherman Avenue. This proposed use has the further advantage of being situated between the Childrens Hospital and the Midical College and Hospital facilities of Howard University.

Howard University. The land use plan proposes that the area south of Barry Place and Bryant Street to Florida Avenue between Sherman Avenue and Fourth Street be the major, immediate expansion area for the Howard University campus. The triangle between "V" Street, Fourth Street and Florida Avenue is recommended for housing oriented to the University's need at a density of 60 dwelling units per net acre. The larger area, composed of mixed commercial and light-industrial uses, is presently creating a most undesirable environmental problem for the University as well as the general area. The area abutts the existing University property on two sides. The plan also recommends that the remaining properties, including the bakery and Miners Teachers College, east of Georgia Avenue adjacent to the University, to Columbia Road also be acquired. The inclusion of all of these areas would add approximately 47 acres to the Howard University campus in addition to the 3.5 acres designated for University oriented housing to the south. This space will provide the University with sufficient land to accommodate the early phases of their expansion program during which time they will be able to complete their space utilization studies and the final campus plan. The final campus plan as discussed in an earlier section may indicate alternative means of accommodating their long-range needs on less land than their preliminary studies now indicate.

If and when the University must expand beyond the area shown for immediate growth there are a number of alternative directions of future growth.

1. The McMillan Reservoir and Filtration Plant area is seemingly an obvious possibility for expansion. In fact, this area was considered initially to have the

greatest potential. However, discussion with the Department of Sanitary Engineering of the District of Columbia offered only the remotest possibility that this area could be economically utilized for campus expansion or any other use. Therefore, it is necessary to understand the role this area performs in the water distribution system of the District. It is considered to be the heart of their central city and Anacostia distribution system. It is indispensible in the sense that should it be removed from this site the function would have to be replaced somewhere else. In addition to the Bryant Street pumping station and the reservoir itself there are 29 one acre sand silo filter beds under the area as well as underground storage facilities which service primarily the downtown and government building area. Needless to say the underground network of pipe lines varying from 6" to 78"is also of considerable magnitude in terms of replacement. The elevation of this centrally located area is also considered an advantage to maintaining an efficient hydraulic balance.

One of the primary factors in considering use of portions of this land for campus expansion was that of economics. Whether adjustment or replacement of the facilities on this property could be accomplished at less cost that acquisition of expensive improved land in other parts of the study area was the basic question to be answered. Officials in the Department of Sanitary Engineering indicated that a conservative estimate of the cost of replacing this facility would be between $25 and $30 million dollars not including the problem of finding a site at least a third the size of the present one, since they probably would not utilize the same engineering approach in constructing a replacement.facility. They were also apprehensive toward considering any serious modification of the existing reservoir in terms of covering it over, or deepening and banking it to accommodate the same capacity in a smaller land area. They were concerned with both the effect on hydraulic balance within the system as well as the security problem of joint usage. The present policy prohibits any other use than for water supply and distribution purposes which is supported strongly by the Health Department. It is our opinion

that use of these lands for campus expansion is very doubtful particularly as an answer to shorter range needs because of the time-consuming steps which would be involved even if financial justification were determined. Since it is not within the scope of this study to determine the engineering and financial justification for a modification or replacement of the facilities in this area, we are of the opinion that such an analysis in respect to the long-range implication would be helpful.

2. The area between Fourth and Second Streets is definitely an area that should be considered for long-range expansion. The University maintains two off-campus dormitories in this area at the present time. Since one of the primary objectives of the Comprehensive Plan is to, where possible, maintain the housing supply in the study area, any use of this area should be, within reason, related to the housing needs of the University. The public housing facilities now located in this area should be considered for future University housing at the proper time in relation to both the University and Housing Authority's long-range program.

3. Another possible direction of future growth is to the west of Georgia Avenue south of Columbia Road. This area, also being primarily residential should be carefully programmed as to its future use relating to the University's long-range needs. Housing oriented to the University would be the most desirable use.

Commercial and Industrial. Probably the most drastic change proposed in the future pattern of land use has to do with the commercial and industrial uses in the area. The expansion of the Howard Campus into the Barry Place, Georgia Avenue, Florida Avenue and Sherman Avenue area effectively removes those commercial and light-industrial uses which are causing serious environmental problems in the area now. The eventual displacement of these incompatable uses, including those along Sherman Avenue to the north and in the area north of "U" Street, requires positive action to assure that these ratables do not leave the District. These uses should be accommodated within other parts of the District in conformance with the Comprehensive Plan.

The commercial use areas shown on the future land use plan are primarily of the neighborhood service type, recognizing that the major commercial development serving the study area and the remainder of the Near North Number Two Planning Area is the Fourteenth Street Center. The land use plan proposes two centers to service the needs of Howard University as well as the surrounding area. The first of these is located at the intersection of Florida Avenue and Sherman (Georgia) Avenue. The second center which is smaller, is located to the north, at Columbia Road and Georgia Avenue. A small center is recommended at Florida and Sherman Avenues to serve the housing for the elderly to be located on the old Garfield Hospital site. Retention of the commercial center along "U" Street between Thirteenth Street and Eleventh Street is also recommended.

The only industrial use recommended to remain in the area is the Potomac Electric Power Company facility on Florida Avenue between Tenth and Eleventh Streets. This use is generally compatible although some additional screening of their service yard to the rear is desirable. The open pipe storage and equipment garage located on the east end of the school site at Bryant and Second Streets is recommended to be phased out. The Department of Sanitary Engineering indicated that these areas were not operationally indispensible but that they would be difficult to replace. It is also recommended that the mobile facility of the District Highway Department located across the street to the north from the Sanitary Engineering facilities be phased out at the earliest possible date. All of these facilities are incompatible with the adjacent residential and school uses and are affecting the environment of the general area.

Childrens Hospital. The future land use plan indicates the additional area considered adequate to service the long-range needs of the Childrens Hospital. This area was determined following a meeting with the Administrator of the hospital. The hospital has already acquired the northeast corner of Twelfth and "W" Streets for parking and has a speech therapy clinic under construction on the west side of Tenth Street north of "W" Street. The accommodation of other related uses in the area has already been discussed earlier in the report.

Schools and Parks. The future land use plan indicates elementary schools on the north end of the old Garfield Hospital site at Eleventh Street and Euclid Street and on the block between Bryant and "W" Streets, Fourth to Second Streets. The junior high school remains on the northwest corner of the Bannecker Recreation Center and the senior high school remains north of Florida Avenue east of Thirteenth Street. The plan phases out both elements of the District of Columbia Teachers College which are located in the study area and are to be located on a single site elsewhere in the District following studies now being conducted by the staff of the National Capital Planning Commission.

Circulation. The recommended circulation pattern to serve the study area is shown on Plate 9. The Inner Loop expressway is shown traversing the southwest corner of the study area. Thirteenth Street, Sherman Avenue and North Capital Streets are shown as the major north-south arterials. Sherman Avenue is recommended as the major arterial through the center of the study area. It ties back into Georgia Avenue both to the north (via New Hampshire Avenue) and the south (via Florida Avenue). This is recommended so that the main Howard University campus area will not be divided by a major arterial.

The major east-west arterials are proposed to be Columbia Road, "U" Street and Florida Avenue and Rhode Island Avenue. Secondary east-west movement is proposed to be carried on Florida Avenue west of Sherman and Bryant Street east to North Capitol Street. Secondary north-south movement is proposed on Georgia Avenue, Fourth Street and First Street.

Discussions with representatives of the National Capital Transportation Agency indicated that it is unlikely that there will be any rail rapid transit facilities within the study area. The nearest corrider is generally along Columbia Road to the west. There will be adequate local transit service on the major highways serving the area.

Environment. The future land use plan, in our estimation, fulfills the objective of up-grading and improving the area in conformance with established comprehensive planning policies. In so doing the plan visualizes an area within which the existing detracting environmental conditions

adversely affecting Howard University, and the area in general, would be removed. In their place, Howard University would have sufficient land to design a campus providing maximum visual impact upon the surrounding area as well as accommodating its own future needs. Childrens Hospital also would have ample land to properly integrate their needs within the area. Housing areas of varying densities would be provided, serviced by an efficient circulation pattern with all the required neighborhood amenities. Commercial uses would be in proper balance within the area to adequately service the needs of the University and residential neighborhoods. The parks and schools as well as the overall effect of the large McMillen Reservoir area, would provide the necessary breathing space so important to the environmental well-being of the area.

FEASIBILITY OF URBAN RENEWAL

Determination of project feasibility is based on the guidelines set forth in the scope of the contract initiating this study, namely: (1) the eligibility of the area in accordance with law and (2) the availability of non-cash credits in an amount sufficient to provide all or a substantial portion of the local one-third share of any net project cost.

To this determination we have included the impact of relocation on project feasibility. It would be foolish indeed in light of existing District relocation workload and evolving Federal relocation procedures to ignore or discount this phase of project activity. Indeed, such a factor could render a project infeasible even though the other determining factors were satisfied.

Need and Eligibility

As indicated on Plate 8 of this report, the entire study area, exclusive of the Howard University campus, would under law be eligible for slum clearance, rehabilitation and conservation or a combination. If a lesser area were delineated as a project, it too would be eligible provided there was a reasonable distribution of blight throughout such area.

Twenty-eight percent (28%) of the study area suffers from deficiencies according to the U.S. Census of Housing: 1960. Based on our field inspections, this appears to be a conservative figure. In addition to this percentage of dwelling unit deficiencies, the study area contains, in varying degrees, environmental deficiencies. Accordingly, there is little problem in delineating an urban renewal project area which would meet legal requirements with respect to eligibility. When the conditions of non-residential structures are added to the dwelling unit deficiencies, eligibility is even greater.

After analyzing the census data together with data supplied by District agencies and field checks conducted by this firm it becomes apparent that an urban renewal project of the type previously mentioned in another section of this report under existing programs is feasible with respect to eligibility.

It is also apparent from analyzing the data provided us and the data gathered as a result of our own investigations that a substantial need exists for urban renewal treatment. The primary need for renewal activity is, of course, in that area under study which, upon receiving treatment, will generate the greatest over-all beneficial effect to the surrounding area. It is the intent of our subsequent proposals that this be accomplished.

Financial Feasibility

As defined in the scope of our work, financial feasibility means that all or a substantial portion of the local one-third share of net project cost can be met by non-cash local grants-in-aid.

To date, this cannot be done and on this bases a feasible project could not be delineated now or in the immediate future. Investigation has revealed that no Section 112 credits are available as a result of past acquisitions by Howard University. Their last purchase of the nature contemplated by Section 112 was November, 1955.

The Childrens Hospital has acquired property for expansion of its facilities which under Section 112 of

Title I would be eligible as a non-cash credit. However, the total dollar expenditure (including demolition costs) is approximately $133,000. This would not be sufficient to assure project financial feasibility.

The only other non-cash credits available to an urban renewal project would be those resulting from change of street patterns, relocation of water and sewer and other project improvements normally brought about by project planning.

Although a determination of financial feasibility cannot be met at this time, it is very likely that such feasibility will be present at some time during the next two to three years. This statement rests on the following:

1. Howard University must, as part of the transfer agreement for Freedman's Hospital, provide a new hospital on a site which it will acquire. The cost of such site acquisition and demolition would be an eligible non-cash credit under Section 112 of Title I. Further, since the transfer appears to be contingent upon the actual construction of the new hospital and under Section 112 of Title I eligible cost is "The aggregate expenditures made by any such institution or hospital...for the acquisition within, adjacent to, or in the immediate vicinity of the project area, of land, buildings, and structures to be redeveloped or rehabilitated by such institution for educational uses...in accordance with the urban renewal plan (or with a development plan prepared by such institution..)," the possibility that the portion of the cost of the new hospital related to educational use might be eligible as a non-cash credit is worth exploring. Project financial feasibility should not rest on this particular point but once such feasibility is determined, the question should be formally raised. It must be pointed out that although the law might leave the door open on this matter, current Housing and Home Finance Agency regulations state that to be eligible, "Expenditures may include only the direct cost of real property to the eligible donor."

   The question, then, is can all or a portion of the cost of such hospital be found to be a direct cost of real property since the transfer of Freedman's

cannot be completed until a construction contract for the new hospital has been let and construction actually started. It appears that this cost, plus the site cost, would be the true acquisition of the Freedman's Hospital building.

2. The Howard University Campus Development Program proposes the acquisition of thirty-four (34) acres of land during the next five years. Such acquisition, if carried out, would permit a finding of financial feasibility. The extent of an urban renewal project area would then be dependent on two factors:

   (1) the cost of University acquisition

   (2) the type of renewal activity proposed, clearance being more costly than rehabilitation and conservation.

   By programming the Howard University Development Program over the five year period it is possible to delineate a project of greater magnitude, since the planning and completion of any feasible project would take more than five years.

There appears to remain one final method of financial feasibility albeit unrelated to non-cash credit and that is for Howard University and/or Childrens Hospital to assume the one-third obligation of the locality or at least that portion which would relate to any clearance done which is of direct benefit to either institution. Since Howard University already possesses the power of eminent domain it is doubtful that the University would accede to this method inasmuch as it would derive little direct financial benefit.

Relocation Feasibility

In the study area there are approximately 38,000 persons or, on the basis of 3.5 persons per family, approximately 10,800 families. Of these families, approximately 10,260 or 95 percent are non-white. When delineating any area for renewal activity it is imperative that the volume of relocation required by such delineation be considered.

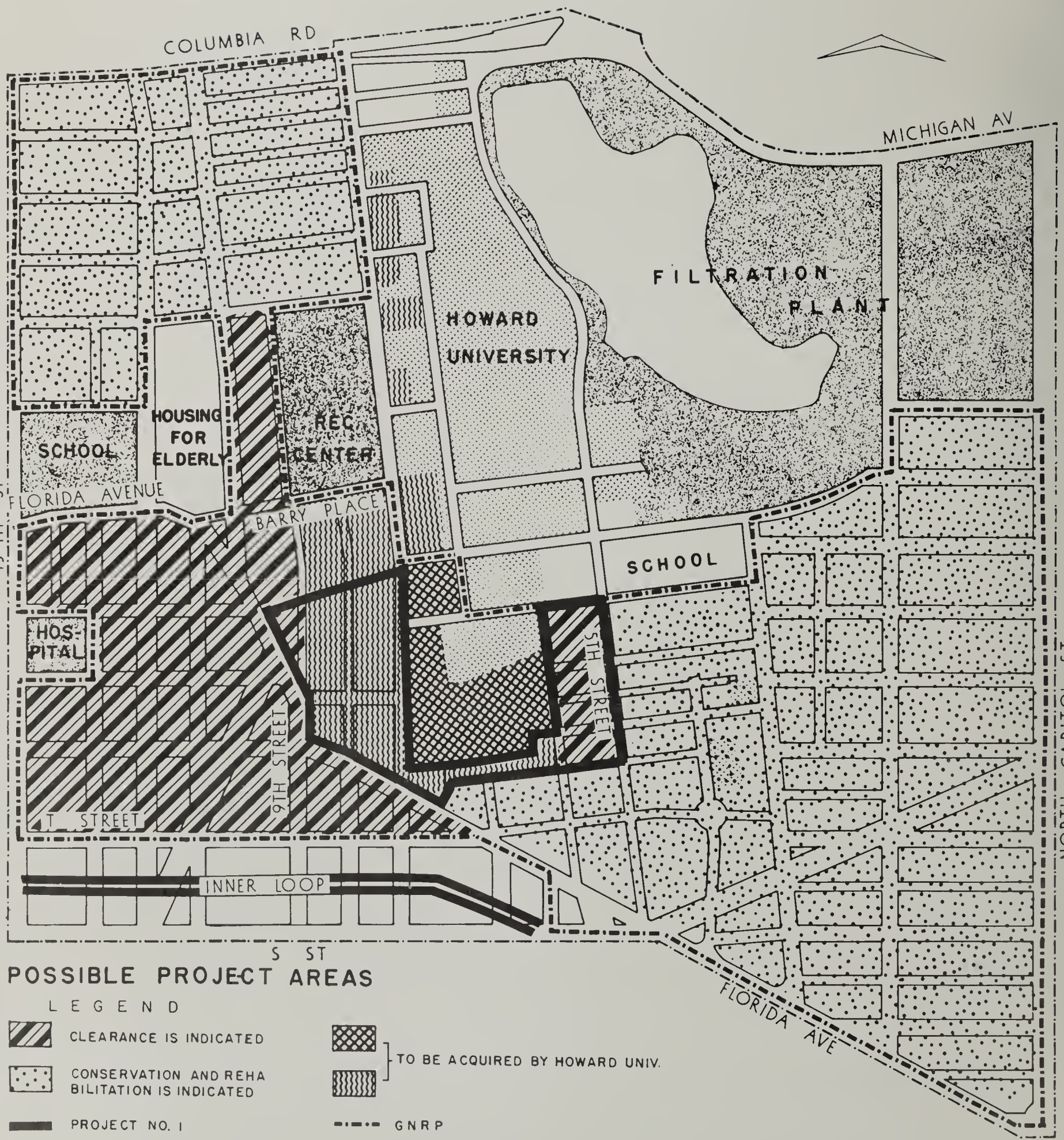
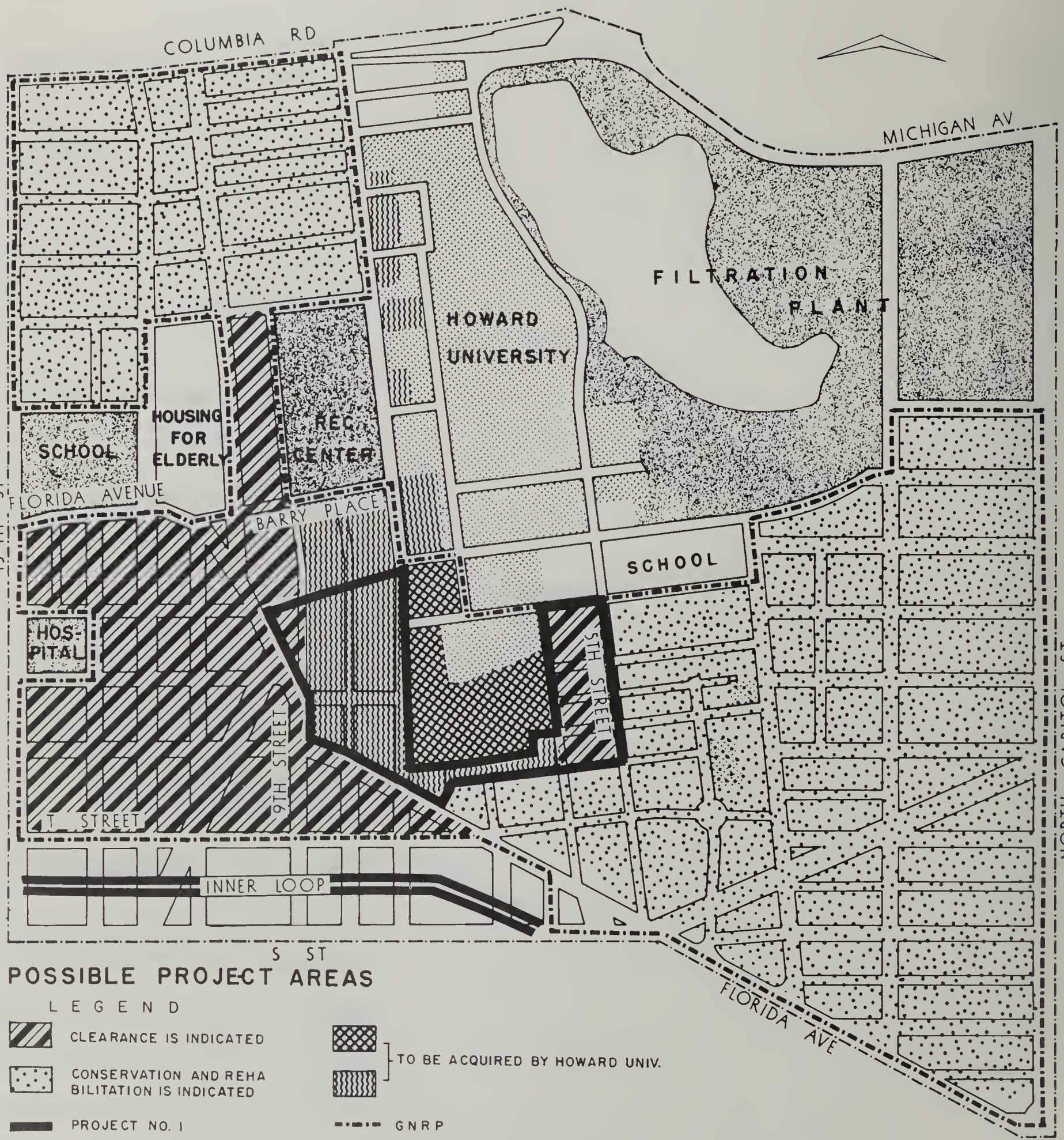

COLUMBIA RD
MICHIGAN AV
FILTRATION PLANT
HOWARD UNIVERSITY
HOUSING FOR ELDERLY
REC CENTER
SCHOOL
FLORIDA AVENUE
BARRY PLACE
13 TH ST
SCHOOL
HOS-PITAL
9TH STREET
5TH STREET
T STREET
INNER LOOP
S ST
NORTH CAPITOL ST
FLORIDA AVE
POSSIBLE PROJECT AREAS
LEGEND
CLEARANCE IS INDICATED
CONSERVATION AND REHA BILITATION IS INDICATED
PROJECT NO. 1
TO BE ACQUIRED BY HOWARD UNIV.
GNRP

PLATE 10



POSSIBLE PROJECT AREAS

PLATE 10

Especially when any relocation workload created will be added to the existing relocation workload in the district resulting from past or present renewal projects and other governmental activity causing displacement.

Whatever comes about in the study area, the question of relocation will have to be faced. Displacement will have to come about if the Year 2000 Plan is to be a reality regardless of whether or not urban renewal is undertaken.

Therefore, all of the proposals subsequently set forth in this report reflect the impact of relocation and are designed to limit the displacement of persons and families wherever possible, consistent with the sound development of the entire study area and in substantial conformity to the Year 2000 Plan.

Preliminary Project Boundaries

The alternative project boundaries presented are predicated upon the foregoing feasibility factors and reflect what we feel to be the maximum opportunity to:

a. accelerate the implementation of the comprehensive planning objectives established by the National Capital Planning Commission;

b. improve the environment around Howard University and Childrens Hospital so as to make it compatible with these institutional uses;

c. provide the stimulus for the rehabilitation of existing blighted but sound residential structures by removing the blighting influences which tend to block neighborhood improvement;

d. assist Howard University and Childrens Hospital in obtaining the necessary land required by their expansion programs.

Project 1. As indicated on Plate 10, it is proposed that the first project utilize the future Section 112 credits in a manner which would remove a preponderance of the existing blight and blighting environmental influences through a program of clearance. This area is relatively

small in size (24 acres including streets) and since reuse would be primarily for University purposes, the project could be completed at a fairly early date. Too, such a project would result in the displacement of somewhat less than 350 families which would not impose an impossible relocation workload on the District of Columbia. A project of this nature would go a long way in providing the necessary stimulus to neighborhood groups interested in improving their neighborhoods. The existing blight and blighting environmental influences which currently spill over into the more sound and stable areas would be removed and replaced by a University environment. This act alone would enhance these areas and make them more attractive to mortgage lenders for investment for repairs and improvements. By making the more stable neighborhoods attractive to lenders, it would then be possible for the District to embard on an effective code enforcement program.

An analysis of the costs involved indicate that such a project could be all or substantially financed with the Section 112 credits which would become available when Howard University acquires the site for the new hospital. The veavily cross-hatched areas on Plate 10 indicates the extent of acquisition required by Howard University if this project is to be financially feasible.

A breakdown of the estimated project costs are as follows:

Land acquisition	$7,000,000
total assessments of land within proposed project $2,461,000 x assessment factor of 2.6 = $639,860 + a 10% assemblage factor of $639,860 = estimated acquisition cost of $7,038,460. Rounded to $7,000,000.	
All other eligible gross project costs	$2,000,000
Based on our renewal experiences to date such costs are roughly equal to return realized from land sales.	

Land disposition proceeds	$2,000,000

estimated at 30% of acquisition cost
cost $2,100,000 rounded to $2,000,000

Gross project cost	$9,000,000
Less resale proceeds	2,000,000
Net project cost	$7,000,000
1/3 Local share	$2,333,334
2/3 Federal share	4,666,666
Cost of Howard University acquisition (Section 112 credits)	$2,400,000

total assessed value of blocks in area heavily cross-hatched including only land value of Griffith Stadium $918,968 x assessment factor of 2.6= estimated acquisition cost of 2,389,000 Rounded to $2,400,000 (Figure is exclusive of demolition costs which would constitute a safety factor)

No estimate of relocation grant is made at this time.

Project 2. As stated elsewhere in this report Howard University proposes to acquire 34 acres of land for its expansion program in the next five years. It is doubtful that this immediate expansion program leaned on urban renewal as a means of achievement. Therefore, if Howard University would embark on this program of acquisition in those areas indicated by the heavy cross-hatching and the wavy lines on Plate 10 enough credits would be accrued to permit the renewal of virtually the entire study area. Added to these accrued credits would be Section 112 credit derived from the purchases made by the Childrens Hospital in their expansion program.

It is not known when Childrens Hospital would embark on any planned acquisition program, since they are limited in financial resources and all their land assembly must be on a willing-seller basis.

If Howard University were to acquire all the land indicated by the heavy cross-hatching and wavy lines on Plate 10 there would be accrued Section 112 credits in an approximate amount of $14,000,000.

total assessed value of areas outlined on Plate 10 is $5,279,232 x 2.6 assessment factor = $13,726,000 estimated market value and acquisition cost (Demolition costs have not been estimated, but would serve as a safety factor)

A reservoir of 112 credits in the amount of approximately $14,000,000 would permit the clearance of those areas indicated by heavy diagonal lines on Plate 10.

A project is thus delineated for clearance and redevelopment which includes the area bounded on the west by Thirteenth Street, on the north by Florida Avenue and Barry Place, on the east by Ninth Street and Florida Avenue, on the south by "T" Street including that area contained by "U" Street, Fifth Street and Florida Avenue. The area contains approximately 89 acres including streets and public right-of-way.

Such a project would displace approximately 3086 persons or, on the basis of 3.5 persons per family, approximately 900 families. These families would be predominantly non-white. This would impose a considerable increase on the relocation workload of the District of Columbia, but if the anticipated displacement under the District Highway Program is not realized then relocation is not impossible. In any event the benefits which would be derived from a project in the area described are of such magnitude that if relocation was not feasible due to lack of resources then project execution should be phased so that dislocation would not be immediate but staged.

The cost of such a project is estimated as follows:

Land acquisition cost $22,000,000

total assessed value of blocks in area described above is $7,532,525 x assessment factor = $19,584,566 + a 10% assemblage factor of $1,958,456= estimated acquisition cost of 21,543,022. Rounded to $22,000,000

All other eligible gross project costs	$6,600,000

Based on our renewal experience to date such costs are roughly equal to return realized from land sales.

Land disposition proceeds Estimated at 30% of acquisition cost	$6,600,000
Gross project cost	$28,600,000
Less resale proceeds	6,600,000
Net project cost	$22,000,000
1/3 Local share	$ 7,333,334
2/3 Federal share	14,666,666
Cost of Howard University acquisition (Section 112 credits) (to this figure would be added credits from Childrens Hospital when more definitely known)	$14,000,000

No estimate of relocation grant is made at this time.

Projects 3 and 4. The remainder of the study area lends itself to division into two separate projects if Project 2 is undertaken.

Project 3 would consist of all of the area to the north of Project 2 within the GNRP boundary indicated on Plate 10 and consists of approximately 82 acres, including streets and public rights-of-way. Approximately no less than eight acres of the area would be in need of clearance. The remainder of the area would appear to lend itself to rehabilitation and conservation.

The displacement of families would be minimal and little impact would be felt on the District relocation workload.

There is no way to arrive at an estimated acquisition cost since rehabilitation is uncertain and therefore the acquisition cost becomes a variable figure. However, the section of this area in which clearance is indicated on Plate 10 has an estimated market value of $2,500,000.

Project 4 would consist of all of the area to the east of Project 2, Griffith Stadium and Howard University. This area contains approximately 190 acres including streets and public rights-of-way. Only a minor portion is immediately in need of clearance as indicated on Plate 10 with the remainder being subject to rehabilitation and conservation. Displacement of families would again be minimal. No accurate estimate of cost can be made at this time but it would be considerably less than the cost of clearance.

General Neighborhood Renewal Area. Plate 10 delineates an area which would lend itself to designation as a GNRP area. Such a designation, although obligating the District to its performance within a 10 year period, would convey the benefit of:

1. Permitting a more detailed analysis of eligibility, family displacement and financial feasibility of individual projects at a time when the Howard University and Childrens Hospital expansion program would be under way;

2. Permitting more detailed planning of the entire area;

3. Programming any projects delineated as a result of GNRP investigations.

4. Permitting the delineation of smaller clearance projects within the framework of an over-all plan and thereby easing the family displacement factor.

No estimate of cost is made, since the foregoing individual project breakdowns show such an undertaking to be feasible if Howard University carries out its five year expansion program

Comments on Conservation and Rehabilitation

We would like, at this point to inject a note of caution with respect to rehabilitation and conservation as a recommended project activity. It is fairly obvious that the first two areas discussed as possible feasible projects are almost 100 percent clearance. Project 2 at its most

easterly end has a very small area proposed for conservation. This was not done because we are enamored with the Title I clearance program. It results from an attempt to achieve the maximum benefits as set forth earlier in this report.

The use of rehabilitation and conservation as an effective program for the prevention and elimination of blight has yet to be proven. It has not been successful on any large scale. To propagate a false impression of a Title I program and thereby raise the hopes and aspirations of those persons living in the areas designated as rehabilitation and conservation would be,in our opinion, unfair to the residents of these areas

Until such time as the District can show tangible results from project execution in the Adams-Morgan project we feel that the conservation program had best be soft pedaled. Instead, the interim period should be used to establish community organizations, establish a pool of loan funds by Savings and Loan Associations for home improvements and a possible tightening up on code enforcement. These steps, together with the installation of limited public improvements and removal of the blight and blighting influences contained in the areas indicated for clearance on Plate 10 will do much to up-grade the more stable neighborhoods.

The financing vehicles offered under Title I as a means of assuring conservation have not to date proven workable. In one large east coast city which embarked on a rather ambitious conservation program most of the improvements have been accomplished so far through the use of conventional financing. Much progress remains to be made even yet in that city and the project has been in loan and grant for almost three years.

Because of the uncertainly of conservation as a successful program and in light of the study area's immediate needs we have formulated the proposals set forth in this study. We have not attempted to limit our recommendations to any one project. This role of project selection is a responsibility of the locality which in the end cannot be delegated.

Assumption as to Legality

It should also be brought out that with respect to financial feasibility our determinations rest wholly on the validity of an opinion rendered on the subject of Howard University and Section 112 credits by the Council for the Redevelopment Land Agency.

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